

Bureau of Land Management (BLM)

Fire Management Plan Template, 2015

The purpose of the fire management plan is to lay out how fire management strategies and tactics will protect values and provide tools to meet resource goals and objectives.

To meet the direction provided by the 2009 Guidance for Implementation of Federal Wildland Fire Policy, Fire Management Plans (FMP) must:

- Provide for firefighter and public safety
- Support Land Use Plans (LUP) and their implementation by developing the management response to meet LUP objectives
- Be consistent with environmental laws and regulations
- Include fire management strategies, tactics, and alternatives
- Incorporate public health and environmental quality considerations
- Address values to be protected and public health issues
- Be based upon the best available science

The Land Use Plans and/or Fire Management Plans will address the location and conditions under which resource benefit and protection objectives can be met.

The FMP should be interagency or intergovernmental in scope and developed on a landscape scale, where practical, to take advantage of efficiency, reduce conflict and provide understanding and cooperation.

The FMP may be displayed in different formats: spatial representations, text-based, and/or digital. This new format increases flexibility in how information may be shared utilizing a FMP. The FMP itself is still not a decision document; however it does carry forward fire management decisions and direction made at the Land Use Plan and subsequent National Environment Policy Act (NEPA) levels.

In the attached template, developed from the 2014 Department of the Interior (DOI) Fire Management Plan Framework, BLM required elements instructions and suggestions are included. Offices completing interagency FMPs must address BLM required elements for BLM lands and should address other agency requirements where those lands are included in the plan. Wording in *highlighted italics* are instructions to the preparer for each element. Those items underlined in [blue](#) are hyperlinks that will take the preparer to the on-line reference. Items that appear in **purple** are suggested text and should be used to assist in the development of specifics for the plan, then converted to black text if utilized in the final plan. Non-italicized **black** text is to remain as part of the plan. This page, as well as instructions and suggestions not incorporated should be deleted prior to submitting the plan for review and approval.

United States Department of the Interior
Bureau of Land Management

[Insert Fire Management Plan Name] FMP
[Insert name(s) of Administrative Unit(s) included in the FMP]

Reviewed By:

Date

Approved By:

John Q. Smith
District Manager **(required)**, additional review up
to State/Office)
BLM, [insert name] District Office

Date

Send an e-copy of the signed document to:

State Fire Management Officers (FMO) or other identified contact and the FA-600 Division Chief at the Fire and Aviation Directorate in Boise.

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1. INTRODUCTION, POLICY, AND LAND MANAGEMENT PLANNING

1.1 Introduction

The purpose of the FMP is to describe how fire management strategies and tactics will protect values and provide tools to meet resource goals and objectives. The FMP tiers to decisions made in the LUP(s) and subsequent NEPA decision(s) (if applicable). Development of FMPs is required by the 2009 Guidance for Implementation of Wildland Fire Management Policy. This plan has been prepared on the foundational principle that firefighter and public safety is the first priority in every fire management activity.

Briefly provide a general description of the area covered by the FMP including:

- Vicinity Map
- Acres
- Counties
- Agencies
- If used: Names & Number of Fire Management Units (FMUs) (Section 2 should describe in detail).
- Fire History Overview (suggestions - 10 or 20 year average number of fires and acres burned, largest fire size and year, significant drivers of large fire growth e.g., annual invasive grasses, multiple ignition days during high fire risk days)

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

FMP Reader Instructions:

Throughout the document, where [manuals](#) and [handbooks](#) have been referenced please remember to confirm whether additional direction has been issued since the most recent manual or handbook release in the form of Instruction Memorandums (available on the BLM Fire and Aviation Intranet [here](#) and on the Washington Office Intranet [here](#)).

1.2 Program Organization

Briefly describe the fire management organization(s) and chain of command; include relevant partners. Consider describing preparedness and suppression agreements and contracts implemented to meet fire management objectives on BLM lands and BLM commitments through agreements or contracts to meet fire management objectives on non-BLM lands (i.e., Bureau of Reclamation, Service First Agreements, Offset Protection Agreements, etc.).

Consider including:

- *Organizational Charts*
- *Partnerships (mention here, details in section 3)*
- *Offset Protection (mention here, details in 3)*
- *Contract Protection (mention here, details in 3)*

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

1.3 Environmental Compliance

List information on existing decision documents/agreements regarding National Environmental Policy Act (NEPA), Endangered Species Act (ESA), National Historic Preservation Act (NHPA), and Tribal Consultation related to the fire management program.

1.3.1 Fire Management Plan Compliance

Example statements of compliance:

- NEPA – This FMP complies with NEPA because an Environmental Assessment providing fire management direction was completed in May, 2012 and a FONSI was published and Decision Notice signed June 1, 2012. - Or - This FMP complies with the NEPA completed at the LUP level in June, 2010; a Determination of NEPA Adequacy was completed in January, 2013.
- ESA – As part of the environmental compliance document directing fire management [provide citation], a Biological Assessment was completed and submitted it to FWS in March 2012. A Biological Opinion was issued to BLM in May 2012 that showed concurrence with the BLM's findings that the FMP actions would not adversely affect any endangered species.
- NHPA – All FMP actions/decisions are in compliance with Section 106 of NHPA per the terms of the programmatic agreement between the BLM State Director and the State Historic Preservation Officer.

1.3.2 Incident or Implementation Compliance

Examples that could be listed include:

- State Historical Preservation Office (SHPO) Protocol agreements
- United States Fish and Wildlife Service (USFWS) Emergency Consultation Protocols
- Tribal Consultation Protocols

(The list could be provided in text, or via mapsheet(s), website(s) or other source(s); if provided on a mapsheet or other source you must reference the source here in text.)

1.4 Resource Management Planning

List the LUP and/or subsequent NEPA decisions that provide direction for the implementation of Fire Management Activities within the planning area.

Examples include:

- Completed Land Use Plan(s) and amendment(s) including year(s) of decision(s)
- Landscape Level NEPA that guides implementation level fire management (e.g. Wilderness, Area of Critical Environmental Concern (ACEC), Research Natural Area (RNA), and river and habitat management plans that have NEPA decisions).

(The list could be provided in text, or via mapsheet(s), website(s) or other source(s); if provided on a mapsheet or other source you must reference the source here in text.)

1.5 Science

Describe how the FMP complies with the use of current, relevant, and sound fire science and what mechanisms are in place to incorporate lessons learned into future management.

Example Text could include:

- The [insert FMP name] Fire Management Plan is based on the [insert LUP name], which used a systematic interdisciplinary approach to integrate physical, biological, economic, and other sciences

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

1.6 Climate Change

Consistent with existing Land Use Plans, describe how climate change considerations are being incorporated into the FMP Area. Description should come directly from existing LUPs, pertinent policies and local, geographic (State Climate Change Action Plans), and national interagency guidance (DOI Climate Adaptation Plan).

Consider including:

- *How fire management may be affected by climate change.*
- *How the Fire Danger Operations Plan data are being used to assess and monitor local climate trends relevant to fire management.*
- *How BLM land management practices may or may not contribute to the potential effects of climate change, including but not limited to emissions, sequestration, or mitigation of greenhouse gases.*
- *How to adapt land management practices due to the influence of climate change on biological and physical resources.*
- *How fuels treatments would be designed to increase drought tolerance.*
- *How fuels treatments would be designed to reduce carbon loss or enhance sequestration.*
- *How fuels treatments would be designed to reduce erosion potential and loss of soil carbon.*
- *How water source design or designation considers both risks of severe or multi-year drought and flooding risks.*

For offices where existing NEPA documents are silent on Climate Change or additional Bureau direction is unavailable for climate change and fire management, addressing the following items could meet the minimum intent for this element. However, when NEPA or other bureau direction is updated to address this, the entire section should be updated to include new direction.

Fire management operations incorporate aspects of [Environmental Management Systems](#) to reduce greenhouse gas emissions by:

- utilizing green procurement,
- reducing water and energy use at fire facilities,
- fuel efficiency in the fire fleet and mechanized equipment,
- reducing waste generation during fire and fuels operations,
- increasing use of renewable energy

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

1.7 Collaborative Planning

(BLM Required if Interagency FMP) - if this section is not addressed, please delete.

Collaboration is a cooperative process in which interested parties, often with widely varied interests, work together to seek solutions with broad support for managing public and other lands (BLM Land Use Planning [Handbook](#)).

Describe fire management partnerships or planning teams that helped you develop this FMP.

Examples could include:

- *Federal partner(s)*
- *Non-federal agency(s)/department(s)*
- *Tribal government(s), and*
- *Other Non-Governmental Organization(s)*

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

2. FIRE MANAGEMENT GOALS AND OBJECTIVES

In the sections below, describe the overall fire program management goals and objectives. Goals should come directly from existing LUPs, pertinent policies and local, geographical, and national interagency guidance. Specific local, state and agency standards should be referenced if used as a fire management goal (e.g., water and air quality standards, Rangeland Health Standards and Guides, Visual Resource Management, etc.). Objectives should describe the “desired” outcome of fire management actions. Specific operational objectives would typically not be defined in BLM FMPs.

To reduce repeating information, "fire management direction common to all" should be consolidated into a single location. Fire management direction that applies only to a specific area must be clearly tied to that geographic location, either via FMU text description, or geospatial polygon(s) associated with relevant description(s).

If the FMP will be utilizing Fire Management Units (FMUs), this section should list and describe in detail (consider including: how FMUs were developed, name, location and map), as well as FMU-specific Goals, Objectives and Constraints.

2.1 Goals

List Fire Management Goals for the FMP (by FMU, if used) - these should be directly from the LUP(s) or Federal Fire Policy, DOI policy, BLM fire policy and interagency guidance.

Example Goals:

- Protect human life (public and firefighters). This is the single, overriding priority in fire management.
- Protect human communities, their infrastructure, and the natural resources on which they depend. Other property and improvements will be protected.
- Protect sensitive areas from fire.
- Protect, enhance, and rehabilitate sage grouse habitat.
- Maintain air quality to meet or exceed applicable federal and state standards and regulations.
- Reduce fire risk to Wildland Urban Interface (WUI) communities.
- Manage for healthy and balanced populations of native wildlife species in their natural habitat.
- Manage the habitat for Threatened and Endangered (T and E) species of plants and animals to keep viable populations in their natural ecosystems.
- Manage wildfire and fuels for the protection of public health, safety, property and resource values.
- Manage hazardous fuels in areas of urban and industrial interface to reduce potential loss due to fire.
- Maintain desired mix of seral stages within vegetation communities, including desert scrublands, forest and woodlands, grasslands, mountain scrublands, sagebrush (all subspecies) riparian/wetlands and aspen.
- Manage vegetation communities through cooperative efforts by restoring natural fire regimes and frequency to the landscape, where appropriate.
- Maintain partnerships with the public and interagency cooperators to strengthen coordination of all fire management activities and encourage the creation of fire safe communities.
- Utilize an integrated management technique unless otherwise restricted to reduce fuels, to protect high priority areas or resource values.

(The list could be provided in text, or via mapsheet(s), website(s) or other source(s); if provided on a mapsheet or other source you must reference the source here in text.)

2.2 Objectives

Describe objectives, consistent with Land Use Plan(s) Decision(s), any subsequent Implementation Level NEPA Decisions, or current policy (by FMU, if used) for all areas with burnable vegetation managed by the office(s) included in the FMP.

Note: *It is currently not required to delineate FMUs as was required in past policy. If an office has developed and successfully utilized FMUs as a way of depicting the fire management landscape and program, FMUs may be utilized as a planning/management tool. If the FMP will be utilizing FMUs, these sections will describe them in detail (consider including: how they were developed, name, location and vicinity map).*

2.2.1 Wildland Fire Related Resource and Protection Objectives

Examples of objectives¹ include:

- Manage vegetative communities on the upland portion of the Clear Creek Watershed to achieve, by 2020, an average 30 to 40% canopy cover of sagebrush to sustain sagebrush-obligate species. [insert citation]
- Utilize fuels treatments to protect and enhance Greater Sage-grouse habitat up to an average 30 to 75% canopy cover of sagebrush in appropriate ecological site. [insert citation]
- Maintain woody species cover >20% and native grass cover >75%, where supported ecological site. [insert citation]

2.2.2 Wildland Fire Related Operational Constraints

Examples of constraints include:

- No heavy equipment in waterways/riparian areas/sensitive cultural sites. [insert citation]
- No cross-country motorized vehicle use. [insert citation]
- Procedures for use of chainsaws/equipment in Wilderness etc. [insert citation]
- Avoid aerial application of all wildland fire chemicals within 300 feet of waterways. (Redbook, Ch. 12)
- Any prescribed fire in winter Sage-grouse habitat would need to be designed to strategically reduce wildfire risk around and/or in the winter range and designed to protect winter range habitat quality. [insert citation]
- Chemical/biological treatments are not allowed in the Black Mountain area. [insert citation]

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

¹ LUP objectives vary widely, and specific objectives included above may not be included in your office's LUP(s).

3. WILDLAND FIRE OPERATIONAL GUIDANCE

3.1 Preparedness

Provide a brief description of the program's operational environment such as interagency partnerships - how those relationships work and areas of responsibility (i.e., Fire Management Zones/areas or units).

3.1.1 Operational Plans

*List any of the following preparedness-related plans within the FMP area (must be consistent with LUP decision(s) and/or subsequent implementation level NEPA decisions); plans required by the BLM (as of the publication of this template) are noted, but do **not** need to be included in the fire management plan itself.*

- *Suppression agreements and contracts (**Required**, if used to respond to fires on BLM lands)*
- *Mutual Aid Agreements*
- *Dispatch Operating Plan/Mobilization Guide (**Required**, Redbook, Chapter 19)*
- *Preparedness Plans*
 - *Preparedness Level Plan (**Required**, Redbook, 10)*
 - *Initial Response Plan (Run Cards/Pre-planned response)*
 - *Fire Prevention Plan - [Template](#) (**Required**, Redbook, Chapter 10)*
 - *Fire Danger Operating Plan (**Required**, Redbook, Chapter 10)*
 - *Fire Danger Pocket Cards (**Required**, Redbook, Chapter 10)*
 - *Staffing Plan (also called Step-up Plan/Drawdown plan)*
 - *Medical Emergency Plan (**Required**, Redbook, Chapter 7)*
 - *Air Ambulance Coordination*
 - *Decision Support Plan (Redbook, Chapter 10)*

Additional Suggestions:

- *Annual Operating Plan Package*
- *Pre-built in-briefing packages*
- *Contacts*
- *Delegations of Authority*
- *Duty Officer Guides*
- *Line Officer Guides*
- *Resource Advisors/contacts*

List could be provided above in text or by reference via:

- *Mapsheet(s) to spatially display information such as fire danger information, locations of mutual aid agreements, ground medivac times (see the Fire Planning Intranet for additional suggestions and examples)*
- *other formats*

(List could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

3.2 Management of Wildfires

Summarize the general fire program direction for responding to unplanned ignitions in the FMP area. Include how to determine what responses will be considered, and how to make decisions on initial actions, extended attack, and large fire operations. Describe fire management priority areas under multiple ignition scenarios. Explain how fire management objectives and constraints (from Chapter 2) will be applied during incident management. Describe a process for addressing suppression activity damage particularly damage needing immediate repair that is a direct result of fire management operations.

(Summary could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

3.3 Fuels Treatments

Provide a brief description of the program such as partnerships - how those relationships work and areas of responsibility.

Summarize:

- Focal areas
- Plan(s) for Strategic network of fuel breaks

If desired, describe current collaborative fuels planning efforts occurring within the FMP area.

Examples could include:

- Collaborative Restoration Groups associated with Resource and Fire Management
- Community and regional level Wildfire Protection Planning Groups

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

3.4 Post Fire Response – Emergency Stabilization (ES)/Burned Area Emergency Rehabilitation (BAR)

The BLM is required to initiate Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) actions after a wildfire occurs if deemed necessary by agency personnel, and planned actions are within BLM ES and BAR policy. For a better description of BLM ES and BAR policy, please see Departmental [Manual 620 DM 3](#) and BLM ESR [Handbook H-1742-1](#).

For the BLM, three types of plans exist currently to plan these actions:

1. Programmatic ESR Plans (PESRP) (formerly Normal Year Fire Rehabilitation Plans)
2. ES Plans
3. BAR Plans

The ES and BAR plans are completed in response to fires that occur within a given fire season and are usually combined into a single document.

The PESRP is a programmatic ESR plan, with an associated Environmental Assessment (EA) or Environmental Impact Statement (EIS), which is developed at the landscape level prior to wildfire occurrence. The PESRP contains a description of ESR treatments that would be implemented under normal conditions in the event of a wildfire and documentation of the potential treatment impacts. A PESRP should be prepared on a landscape basis at the District or Field Office level by an interdisciplinary team with public input. By addressing techniques and species that may be used, the process of developing the site specific plans will be made considerably easier. Because the PESRP is analyzed through the NEPA process, procedures for public review and comment will also apply, thus ensuring ample opportunity has been given to those that are interested to be involved in the process of developing the plan. The decision to prepare a PESRP is based on the size and diversity of the ecosystems involved, fire history (wildfire occurrence and size), resource values, and values-at-risk. State Directors may require that PESRPs be prepared for all or part of the public lands within their jurisdiction and have approval authority for PESRPs that cannot be re-delegated.

- *List any Programmatic ESR Plans*

(List could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

3.5 Air Quality/Smoke Management

In this section describe the local process for complying with regulatory requirements (e.g.):

- *State/Regional Smoke Management Plans, contacts*
- *Identify Non-attainment Areas and/or areas at risk of becoming non-attainment*

Refer to [BLM Manual 7300](#) and Handbooks [9211-1](#) and [9214-1](#) for additional BLM-wide guidance on Clean Air Act compliance.

(Description could be provided above in text or by reference via mapsheet(s), website(s) or other source(s) (see the [Fire Planning Intranet](#) for additional suggestions and examples); if provided on mapsheet(s) or other source(s) you must reference the source here in text.)

3.6 Data Sources, Reports and Systems

If desired, provide additional details describing who is responsible for completion of tasks below.

- Fire Reporting
 - BLM H-9218-1, Fire Reports and Statistics Handbook, provides BLM policy on completing the DI-1202 Individual Fire Report for unplanned ignitions.
- Wildfire Decision Documentation
 - BLM requires documentation of wildfire decisions. Systems and/or methods for this documentation are outlined in the annual updated Interagency Standards for Fire and Fire Aviation Operations (Red Book).
- Records Management
 - BLM [Manual 1220](#), Records and Information Management, Appendix 2 GRS/BLM Combined Records Schedule contains requirements for documentation in the fire program (e.g., fire reports and wildfire decisions). The Combined Records Schedule also indicates whether a record may be stored only in electronic format or if a hardcopy record is required.
- BLM GIS Data Standards
 - BLM has established GIS Data Standards for the Fire Management Planning Areas, wildfire perimeters, and for fuels/vegetation treatments. Information about these standards can be found at the [BLM National Data Standards Home](#) under Established Data Standards and Datasets.
- Fuels Management Projects
 - BLM H-9214-1, Fuels Management and Community Assistance Handbook, provides BLM policy for annual and out-year planning of treatments and activities as well as accomplishment tracking.
- ES/BAR Project Planning
 - Direction for BLM ES/BAR project planning, budgeting and accomplishment reporting is provided in the Annual Work Plan (AWP) for the Wildland Fire Program.

4. MONITORING AND EVALUATION

4.1 Monitoring the Fire Management Plan

Review, maintenance, and update (when necessary) of the FMP will occur annually. The annual FMP review, maintenance, and update are separate processes. The FMP annual review is completed to determine if the FMP needs maintenance or a full update. The FMP maintenance may be completed and documented as part of the annual review process and records kept in office files. Any substantial update requirements found during the review will require a full update to the FMP – which requires transitioning to the most recent template and obtaining new signatures on the front page of the FMP. The front page of the FMP should only be updated with new signatures and a new approval date when a full FMP update is completed; FMP maintenance does not require new signatures on the front page.

Completion of the annual review and maintenance checklist meets the minimum requirement for monitoring the FMP.

Additional Suggestions:

If desired, provide additional details describing who should be included, how additional monitoring would occur, and how that information would be used. Chapter V. of the BLM Fire Planning Handbook ([H-9211-1](#)) or the Assessment, Inventory, and Monitoring ([AIM](#)) Strategy provide additional information that could be useful for completion of this section.

FMP Name: _____

FMP Approval Date: _____

(from front page of FMP)

Fire Management Plan Annual Review Checklist:

	Yes	No
1. Did landscape characteristics (including Threatened and Endangered Species Habitat) change in any area to the degree that decisions guiding fire management from the LUP or subsequent NEPA would no longer be valid?		
2. Did changes in policies or values at risk alter fire management objectives, priorities, or mitigation measures to the degree that decisions guiding fire management from the LUP or subsequent NEPA would no longer be valid?		
3. Did Land Use Plan (LUP) guidance (such as through LUP revisions) change in a way that would alter FMP strategies or priorities?		

If all items above have been checked as “no”, describe maintenance completed since last review:

For Example:

- Updated Operations Mapsheet to reflect the addition of a new RFPA
- Updated Partnership/Agreement area boundaries
- Replaced the reference to the Fire Danger Operations Plan with the updated plan

If any items above have been checked as “yes” a full plan update and publication of a new FMP is required. Describe actions planned to update the FMP:

For Example:

- Due to recent loss of sagebrush and incursion of invasive annual grasses, we have scheduled a LUP amendment to update fire management direction and priorities.
- Due to recent national policy changes that conflict with existing local fire management objectives, we have scheduled the initiation of an environmental assessment to evaluate the effects of different fire management alternatives that would be consistent with the new policy.
- Due to a recent LUP amendment/revision previous FMP strategies and priorities have changed and we will update the FMP by [insert date] to incorporate new direction.

John Smith, FMO

Date

Mary Johnson, District Managerⁱ

Date

This form represents the minimum requirements for monitoring and annual review; an office may choose to add further detail to this form.

ⁱStates may require signatures at additional levels or could provide for delegation or re-delegation to Field Office Managers.